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ABSTRACT

The following presentations are included in this document: "A Nation of Students" (Lamar Alexander); "Businesses Are Clamoring for Skilled Workers" (Betsy Brand); "We Need to Be Partners in Reality" (Roberts Jones); "The Value of a Working Parent as a Role Model" (JoAnne Barnhart); "Human Capital Is America's Most Natural and Vital Resource" (Steve Gunderson); "Presentation--Commonalities and Distinctions among Education, Training, and Human Service Programs" (Christopher King); "Challenges and Opportunities for Coordination" (panel presentation, Patricia McNeil, moderator); "Interactive State Team Sessions" (a discussion of coordination issues and policy needs by state leaders of vocational-technical and adult education, Job Training Partnership Act, and Job Opportunities and Basic Skills Program agencies); "Selected Participant Comments"; and "Toward a Seamless Delivery System" (Betsy Brand). Six appendices include presentations on state projects: "Successful Coordination in Georgia: The Family Support Act Committee and Local Coordination Act Councils" (Douglas Greenweld, Louise Eighnie-Turner); "Successful Coordination in Illinois: Project Chance/Jobs" (Karen Maxson, Noreen Lopez); "Successful Coordination in New York: Adult Centers for Comprehensive Education and Support Services/Counseling, Assessment, and Support Services for Education and Training" (Robert Poczik, Gail Sandle); "Successful Coordination in Oregon: BASIS (Basic Adult Skills Inventory System)" (J. D. Hoye and others); "Successful Coordination in Texas: Texas Quality Work Force Planning" (Mark Butler and others); and "Successful Coordination in Wisconsin: Job Center Network" (Mary Thompson, Marty Lee). (NLA)

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NATIONAL CONFERENCE
FOR STATE LEADERS

MAKING THE CONNECTION: Coordinating Education and Training for a Skilled Workforce

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Conference Proceedings
July 8-10, 1991

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"MAKING THE CONNECTION: Coordinating Education and Training for a Skilled Workforce"

A National Conference For State Leaders

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INTRODUCTION

The Secretaries of the U.S. Departments of Education, Health and Human Services, and Labor have committed their agencies to coordinating programs and services of job training and education that prepare the nation's workforce for productive employment. To support this commitment, a national conference was held to bring together State leaders responsible for administering programs under the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990, the Adult Education Act, the Job Training Partnership Act (JTPA), and the Job Opportunities and Basic Skills Training (JOBS) program of the Family Support Act.

The conference, sponsored by the Secretary of Education in cooperation with the Secretary of Health and Human Services and the Secretary of Labor, was "MAKING THE CONNECTION: Coordinating Education and Training for a Skilled Workforce," Washington D.C., July 8-10, 1991.

This unique conference attracted key State officials from vocational-technical and adult education, employment and training, and human services agencies from 53 States, insular areas, and the District of Columbia. The distinguished participants heard national leaders discuss commonalities and differences among programs and coordination challenges and opportunities. Together participants developed a model coordination scenario. Current coordination efforts in Georgia, Illinois, New York, Oregon, Texas and Wisconsin were presented to stimulate discussion of various coordination approaches.

The highlight of the conference occurred when participants from each State worked together to assess their own coordination efforts and formulated State policy recommendations to improve coordination. The following pages provide a summary of the important dialogue. Throughout these proceedings the voices of the presenters and participants offer powerful and insightful strategies for strengthening the coordination of our nation's programs and services for preparing a world-class workforce.

"...A NATION OF STUDENTS."

Lamar Alexander
U.S. Secretary of Education

"Schools will never be much better than the commitment of their communities."

My job is to set the tone for this exciting and important national conference of State leaders. In doing so, I would like to discuss *America 2000*, President Bush's education strategy. It involves much more than the Education Department. It involves almost all of government, and its success will rest heavily on the effective action being taken by each state to strengthen education, training programs and human services concurrently.

The working men and women of America should become, in President Bush's words, "a nation of students." Too often we think of adult education as only for a limited number of people in the workplace who have very limited skills. We need to think of going back to school in the workplace, the university, the community college, or the union hall as something everyone does.

"...a 'skills clinic' is something working people would try."

The President has gone back to school himself at age 67 to learn computers. Eighty-five percent of the people who will be working in the year 2000 are already employed today. As the President and others have said, we have a skills and knowledge gap--we don't know enough and we can't do enough to live and work in this world the way Americans like to. It's true for the parents just as much as for the children. There is not a country in the world where education beyond high school is more available at a lower cost than in the United States of America. But we need to find ways to help people take full advantage of these resources and opportunities.

Most Americans go to a clinic whenever they have health problems or need a check-up. The doctor gives you a diagnosis and then tells you what to do to get up to snuff. It seems to me that a "skills clinic" is something working people would try. They could go to a skills clinic to find out what skills they need to get a better job, and where they can go to get the training that will equip them with those skills. If they were President of the United States, they would discover that they were short

on computer skills. Others might discover that they were short on reading skills, math skills or teamwork skills. They would then be advised as to where they could go in their communities to learn those things.

President Bush has challenged the country to remember that we are accustomed to being first. We grew up reading *The Little Engine That Could*. Now, we suddenly find ourselves in a different world. We are teaching minor league math in a major league world. The math teachers are recognizing that and are changing the way they teach.

"The working men and women of America should become a nation of students."

The President's strategy is not a program, but rather a challenge and a framework for thinking differently about education. We are not out to tell people in every community just what to do. Everyone agrees that wouldn't work. In *America 2000*, the President lays out four tracks. We think of them as four trains leaving Union Station, each train being long enough to include everyone:

1) better and more accountable schools--everything we can think of to help our 110,000 public and private schools achieve higher quality;
2) a new generation of schools to unleash the creativity of America to create the best schools in the world;
3) lifetime learning--working men and women, grown-ups, going back to school because the world has changed;
4) family and community commitment to schools. As *America 2000* states, "Schools will never be much better than the commitment of their communities."

Secretary of Health and Human Services, Louis Sullivan, Secretary of Labor, Lynn Martin and I are absolutely committed to working together to help the working men and women of America learn what they need to know to live their lives and fulfill their potential. We are committed to do our best--to work together to take Federal programs that we believe are valuable and useful even if they are sometimes incomprehensible--to make them more comprehensible and more useful.

We know that the action is where you are, at the State level, not where we are. I salute the Assistant Secretaries of the departments who put this conference together and especially to all of you who took time from your busy schedules to be here. We hope you enjoy Washington. It's an exciting, interesting, wonderful capital of the greatest country in the world and we are awfully glad that you're here. Thank you.

"BUSINESSES ARE CLAMORING FOR SKILLED WORKERS."

Betsy Brand
Assistant Secretary for Vocational and Adult Education, U.S. Department of Education

"We must develop an adult education and training system that allows adults, regardless of educational level or ability, to enter a program easily, to be assessed quickly and to get the education and training they need."

This jointly sponsored conference is truly a unique team effort by the U.S. Departments of Education, Labor, and Health and Human Services. For several reasons, this joint conference is an important opportunity for re-shaping our nation's education, training and human services policies. First, as a nation we simply do not have enough money to continue operating separate systems that do not interact with each other and that are, in many cases, duplicative.

Second, our workforce trends and demographics require all of us to do a better job of educating and training. Without a surplus of labor, we need to ensure that every worker is productive. We must reach out to those whom we have not reached in the past--people who are disabled, elderly, have limited English proficiency and those often assumed to have little to offer to our economy--welfare recipients.

Many of the jobs that gave us economic strength--the low skill-mass production jobs--are being replaced by jobs that require higher and more varied skills. Jobs that previously required employees to perfect one repetitive task now require workers to think and make decisions, to work as part of a team, and to be responsible for quality.

All our agencies should provide access to quality education and training necessary for success in the workforce. Businesses are clamoring for skilled workers. We must ensure that the youth and adults we serve are adequately prepared to enter the labor market.

Third, skills required for success in the workforce require a commitment to continued learning over a lifetime. President Bush has called on us to become a nation of students, a nation of learners. No one would dispute the fact that all Americans need to return to education. What might be missing is the *system* for education and training for adults.

We must develop an adult education and training system

"We cannot expect that each of our programs can turn out well-rounded, competent adults if we provide only one small service which is not integrated with the rest of that person's life."

that allows adults, regardless of educational level or ability, to enter a program easily, to be assessed quickly and to get the education and training they need. Perhaps we need to explore Just-In-Time learning similar to Just-In-Time manufacturing. Adults should learn what they need when they need it. That does not mean they learn only one simple task. It means integrating theoretical or academic skills with work skills.

Education and training should be provided in modules so adults can move easily from one program to another. Curriculum should be competency based so adults progress only once they have mastered the material.

Fourth, we all have a responsibility to ensure that our programs work together so that the individuals who participate in them receive the education and skills to become self-sufficient and to make a better life, not just for themselves, but for their families and their children.

"...the problems of adults and families cannot be separated out by a department, agency, or federal program. It does little good to teach a teenage mother about good nutrition if she cannot read food labels."

Programs often fail to consider that the problems of adults and families cannot be separated out by a department, agency, or federal program. It does little good to teach a teenage mother about good nutrition if she cannot read food labels. We cannot expect someone to attend job training sessions if their young children have no place to go during the day. A self-sufficient adult will not result from a program that teaches the alphabet but does nothing to put the letters into the context of our modern world. We cannot expect that each of our programs can turn out well-rounded, competent adults if we provide only one small service which is not integrated with the rest of that person's life. For the human needs we see everyday, there is a compelling need to bring our programs together to provide the services our clients need and want holistically.

"WE NEED TO BE PARTNERS IN REALITY..."

Roberts T. Jones
Assistant Secretary
Employment and Training
Administration,
Department of Labor

"We need to remember that these programs exist, not to perform processes, but to achieve important outcomes for individuals and the economy."

Congress really does intend flexibility in education, training and human service programs. Our agencies have never been chastised, beat up, or questioned by a Congressional committee because we were working too closely together. We have never been beat up because our definitions sounded too similar. Legislators go about their business with best intentions to create policy to serve a segment of our population that has not been adequately served. However, they do not always create policies with a broad understanding of how these systems can or should fit together. Regardless, we ought not let that become a reason not to do business together.

Several presenters and commenters have suggested that we should be funding all these programs on a performance-based system. Undoubtedly, there is merit in that approach if our intent is to have a real impact on new segments of our population. We need to remember that these programs exist, not to perform processes, but to achieve important outcomes for individuals and the economy.

As the Pennsylvania group noted, in a coordination partnership all the players should contribute funds. We need to be partners in reality, not just in a broad conversation. Jointly funding some of these activities would facilitate institutionalization of change and increase mutual commitment.

Further, I am heartened by the suggestion that the focus of this conference should be taken to the local level. The reality is that coordination takes place locally. The role of the Federal government in these efforts must be one of removing barriers or enhancing the ability to bring things together.

Providing for an exchange of staff is also a useful coordination strategy. It is truly amazing how that breaks down barriers. When we put people in different positions for awhile, their perceptions change and they begin to deal with issues and not just perceptions.

The issue of common definitions in management

"There is no national, universal model for effective coordination."

"At the Federal level, we have leadership which is genuinely committed to improving coordination."

information systems is also essential to successful coordination. Management information system incongruities are terribly debilitating at the local level. At the national level, we gain nothing from it because comparisons are not possible. This situation is dictated neither by Congress, nor the administration; it is but bureaucratic lethargy. Nothing will have as much effect on the MIS issue as pressure from State leaders demanding that the Federal government address the problem.

As I travel around this country, I am struck by the extent to which local communities realize that their ability to be productive and competitive in attracting business depends on their ability to educate and train their local workforce. Local people are concerned about the accountability of our education and training systems. The people in the community and individuals who receive services through our programs do not care which one of our doors they walk through. They want services to help them succeed in the workplace.

There is no national or universal model for effective coordination. Your systems can be configured in a million different ways, depending upon what works locally. These systems must be outcome based and focus on families becoming self-sufficient. If I were in your shoes, I wouldn't wait for the Federal government, the auditors, or the evaluators to prescribe conditions, outcomes or models for coordination. It is your issue at a State and local level to act on now!

The willingness of State leaders to embrace coordination as not just another mumbo-jumbo word, but as a desirable process and outcome, signifies that you are willing to work to improve the system. We have more opportunity than ever before to make changes. The more you push other systems toward these mutual ends, the more response you will see. At the Federal level, we have leadership which is genuinely committed to improving coordination as a means for providing quality programs and services. We will respond and we appreciate your willingness to work with us as partners to find the improvements that can be made in our systems.

"...THE VALUE OF A WORKING PARENT AS A ROLE MODEL"

JoAnne Barnhart
Assistant Secretary for Children and Families
U.S. Department of Health and Human Services

"JOBS seeks to change the mentality and culture of welfare agencies."

We share a common goal. We are all in the business of building futures. Collectively, our programs must offer a brighter tomorrow for those who are willing to work for it. We may package it differently, but when it comes down to it, we are not building programs, we are building lives.

Why is coordination so important in this effort? Because families are unique. Their problems do not really fit within any one program, or any one department's jurisdiction. If we are really putting the needs of the families first, the circumstances *demand* that we work together. Further, individual States and communities are distinctly unique. The mix of people, programs and priorities are different, not to mention different politics. Differences in State and local programs make it essential for us to work together.

Additionally, coordination is important because resources are limited. To say resources are limited is almost becoming a cliche. They have been limited for so long, that it really is the status quo. As a result, no one program can be everything to all people. Each has to look at what we do best, what our programs were designed to do, and then look to other programs to provide other services.

In general, government has done a good job of providing services. Whether we have done as good a job in actually meeting the needs of families is another question. To move forward, we must stop thinking about families as Headstart families, AFDC families, JTPA families, JOBS families, Vocational or Adult Education families. Government agencies must look at families as a unit and ask, "What kinds of interventions do they need? What kinds of programs do we have that can contribute to making their life for themselves and their children more positive?" Even within the Department of Health and Human Services, we do not have any one program that attempts to meet *all* the needs of children and families.

Fundamentally, JOBS is designed to change the mentality and culture of welfare agencies. Handouts

alone breed dependency and despondency. That is not good welfare. Good welfare gives people options and personal attention. Equally important, good welfare gives people the opportunity to break the cycle of dependency. It gives them responsibility and it gives them hope. It helps them move toward self-sufficiency.

Successful implementation of JOBS will mean that AFDC is a temporary measure to support families while they take the steps to become self-sufficient. In this initiative, the concept of mutual obligation will become pivotal. The government accepts the obligation to help and support the family, and in return the family has to be willing to strive for self-sufficiency. Our prior experience with welfare to work programs and work incentive programs in the 1980s showed that people who participate in programs like these spend less time on AFDC. The less time they spend on AFDC the better their chances are for becoming self-sufficient.

"Good welfare gives people responsibility and it gives them hope."

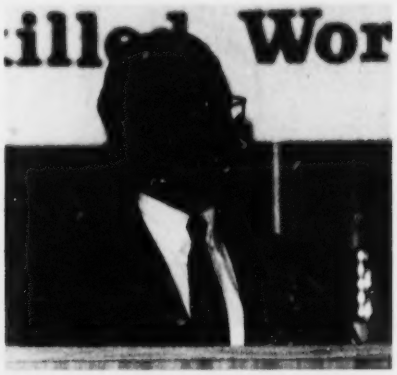
The value of good employment and work opportunities is at least two-fold. First, it brings a real increase in self-esteem, because people are contributing to their own future and to their own families. It says to them that they really do have a chance of getting off welfare. The second value of employment and work-related education is the positive effect of a role model of a working parent on a child. While you cannot easily measure it statistically, I would submit that we should never underestimate the value of a working parent as a role model.

One of the things I have been most impressed with in working with the Assistant Secretaries for the Departments of Education and Labor is their approach to handling problems. Coordination is not always a "rose garden." Complex problems often arise. Whenever that has happened, each of us has taken the time to talk about it. In undertaking this initiative, we promised each other early on that as issues came up, we had to be candid in pointing them out. We also had to be quick to resolve them, to reach a compromise, and to move ahead.

The difficulties of coordination remind me of an experience I had as a child. My grandfather and I played violin and piano duets. The first couple times I sat down at the piano bench and he picked up the violin, it was not exactly beautiful music that filled the room. However, we worked at it and practiced and, over time, we were able to make beautiful music. It taught me an early lesson about coordination–it takes discipline, commitment and hard work.

How will we know when the qualities of program coordination Congress expects have been achieved? We will have achieved coordination when we all: fully understand and appreciate the array of services available through all our programs; know our counterparts by name, face, and phone number; and when we know in each community where to send a family to receive the education, training, and human services they require to become self-sufficient and skilled contributors in the nation's workplace.

"...HUMAN CAPITAL IS AMERICA'S MOST NATURAL AND VITAL RESOURCE"



Congressman Steve Gunderson

"We need to recognize the workplace of the twenty-first century and convince America to get more involved in higher education."

"Congress intended coordination among education, training and welfare programs.

We need to understand the reality of the world in which we all live. For education alone, this country will spend almost $400 billion dollars. At the Federal level, we spend almost $33 billion on education programs which is about 8.4% of the total amount spent nationally. States spend roughly $140-150 billion on education with local and private funds accounting for the rest.

I foresee an absolute explosion in the amount of money committed to manpower training. I do not know if it will come from the Federal government, State government, or local, or if private business will have to do it. If America is to participate, to say nothing of compete, we must understand the task ahead of us, and make that kind of commitment.

When we make that commitment, because of the budget limitations at all levels, we must consider the issue of coordination. In the 1990s we cannot afford duplication of programs and/or services. We are dealing with a tougher population demographically, one that is more challenging, at a time when the workplace demands higher skills. On one hand, the total numbers of youth are declining, but the numbers of minority youth, who tend to be at risk, are doubling in terms of illiteracy.

A much higher percentage of women, forty-seven percent, will constitute the workforce by the year 2000. Six out of seven new jobs in the 1990s will be filled by women, those with disabilities and minorities. Currently one-third of all jobs require only an elementary/secondary education, and most of those jobs are taken. Another third require high school plus some postsecondary education. The remaining third require a college degree. For the first time ever, the majority of new jobs require at least some postsecondary education.

Additionally, the marketplace in the 1990s is international rather than simply domestic. Are we going to participate and are we going to be ready for it? Germany and Japan provide more and better worker training. Their

governments offer financial and technical support to both firms and workers for training and participation. To be competitive in the global economy, we must realize that human capital is America's most natural and vital resource.

Congress intended coordination among education, training and welfare programs for a variety of reasons. Clients need all the help possible to simplify their entry into and participation in the system. Greater efficiency is achieved if we can eliminate the duplication and enhance coordination. A more comprehensive approach is also essential to serving the client in the 1990s The recent Federal initiatives, such as JOBS and Tech-Prep, are clearly focused on this outcome.

Where are our motives? Congress, by its nature, impedes coordination. We can't pass a bill with the coordination you want without losing our jurisdiction to another committee. The greatest impediment to coordination is the structure of the Congress of the United States.

Let us look at the intentions behind the programs of the 1980s. The Job Training Partnership Act (JTPA) was created on the assumption that with dollars flowing from State to local level, these programs would be coordinated to respond to the unique needs of communities. JTPA is structured for coordination.

JTPA called for a governor's annual coordination and special services plan to describe goals and objectives within each State. Congress also created State Job Training Coordinating Councils whose purpose was to ensure an integrated and coordinated approach to meeting vocational education and training needs.

We allowed the governors to transfer some of these functions to different coordinating councils. Even, however, at the local level, JTPA agencies were asked to make their plans available to education agencies and other public agencies in the Service Delivery Area (SDA). Congress wanted coordination. We expected that it could be achieved, and we believed that it would be a worthwhile goal of the JTPA.

In 1984, we reauthorized the Federal Vocational Education Act, which became the Carl D. Perkins Vocational Education Act of 1984. With the JOBS program as well, efforts were made to coordinate the program with the existing structures for employment and training within the State. JOBS did not come out of the Education and Labor Committee. JOBS came out of the Ways and Means Committee. The Education and Training Committee had relatively little to do with the JOBS bill because the kind of coordination and cooperation that we had hoped to achieve has not been to the level both Democrats and Republicans on the Education and Labor Committee would have liked. The role of the Committee was to try to counsel our Ways and Means colleagues to understand that this was not a program in isolation, that it needed to be moved to the Education and Labor Committee and have the kind of interaction that is essential

for its effectiveness. We made progress, but we certainly did not make the progress we would have liked.

Congress' primary concern is to move toward a more comprehensive coordinated human resource program recognizing that those disadvantaged individuals who are easiest to serve have already been adequately handled in other Federal and State programs. The population needing Federal assistance today is a much more challenged constituency; we must enhance program quality for the severely economically disadvantaged as well.

To adequately address these issues, we need to expand our discussions beyond vocational education, elementary and secondary education and beyond JTPA. We need to recognize the dynamics of the market place and the workplace of the 21st century. We need to convince Americans to get more involved in higher education. We need to convince adults that college is no longer just for 18-23 year old single kids right out of high school. Adults need to know that half of those in higher education today are adults--most of them back for training or retraining. Most of them getting that training not because it is fun but because it is absolutely necessary to either obtain work or maintain the job they currently hold.

"Congress's primary concern is to move toward a more comprehensive coordinated human resource program recognizing that those disadvantaged individuals who are easiest to serve have already been adequately handled in other Federal and State programs."

The Higher Education Act Amendments that I helped put together were intended to assist higher education institutions adapt to the non-traditional student. Part of the concept was that we would take a professor and courses out of the university and into the workplace.

Unfortunately, the Congress has not appropriated funds for that program. With the exception of the Urban Universities Association, not one higher education association in America asked for a cent in the four year history of that program in either the House or the Senate Appropriations Committees.

Thirty-seven percent of all students today in higher education are in two year colleges. The community and technical college system is obviously the postsecondary education system providing professional and technical training to our adult community. However, we have no student financial aid programs for these individuals. Seventy-nine percent of our students who are single parents are independent of their parents' financial support. Approximately one half of the single parents attend school part-time. Unfortunately, the less-than-half-time student is not eligible to apply for a Pell Grant.

We have two groups of non-traditional adult students--those without high school diplomas and those adults who are coming back to school. We need to deal with probably three issues in the Higher Education reauthorization if we are going to coordinate education and training: the role of the proprietary schools; the non-traditional, the less-than-half-time student; and eligibility standards for the non-traditional student. It is imperative to examine the Higher Education reauthorization as part of the

nation's human resource development enterprise.

This session of Congress is also examining education reform. The focus, in particular, is on the President's concept of a nation of students. A whole nation of students is the embodiment of life-long learning in today's society. Further the *America 2000* initiative is almost undefined, even by the Secretary of Education. State leaders and the education communities have the ability to define it. What do we mean by a program geared toward a nation of students involved in life-long learning? As we construct education and employment policies for the 21st century, we have the ability to integrate JOBS, JTPA, vocational-technical education, community colleges, and higher education and say, "We believe we can define the infrastructure for a nation of students."

"Adults need to know that half of those in higher education today are adults--most of them back for training or retraining."

PRESENTATION: COMMONALITIES AND DISTINCTIONS AMONG EDUCATION, TRAINING AND HUMAN SERVICE PROGRAMS

Dr. Christopher T. King, Associate Director, Center for the Study of Human Resources, LBJ School of Public Affairs, University of Texas at Austin gave a presentation which compared and contrasted the Federal programs relative to: share of Federal funding, philosophy and governance, targeting and eligibility, and accountability measures.

Dr. King's presentation was followed by a panel discussion on distinctions and commonalities by: Joan Seamon, Director, Division of Adult Education and Literacy, U.S. Department of Education; Diann Dawson, Deputy Director, Office of Family Assistance, U.S. Department of Health and Human Services; Winifred Warnat, Director, Division of Vocational-Technical Education, U.S. Department of Education; and Dolores Battle, Administrator, Office of Job Training Program, U.S. Department of Labor.

"The biggest difference in the funding...is in the share of the funds that is Federal."

Program Distinctions – Funding Sources

The biggest difference in the funding for education, employment and human services programs is in the share of the funds that is Federal, Dr. King said. He described JTPA as "all Federal" dollars and JOBS as over half Federal dollars with the remainder from State and local sources. He said that although adult education relies on some Federal dollars, the State and local match, over all, is 70% or more. Vocational-technical education is similar with local and State funds comprising more than 90% of the total national expenditures.

"This array of distributions means a differing locus of leverage for pushing for coordination. Obviously, an agency can push harder when it kicks in the lion's share of the money," he said.

Philosophy and Governance

Dr. King defined philosophy as the approach to overseeing these programs. He noted that JTPA tends to be *laissez-faire*:

> [In JTPA] at the front end, there are goals, at the back end there are performance standards, incentives and sanctions. The activity that occurs in the middle is *laissez-faire*, at least at this time.

He characterized JOBS and, to a lesser extent, the adult education system, as relatively prescriptive. He said, "JOBS presents lists of mandated activities as well as lists of optional activities and target groups." Vocational education falls somewhere in the middle, he said "with a broad array of activities and fairly open eligibility."

JTPA funds go directly to the governor and then down to local public-private entities (Private Industry Councils) who provide services. JOBS is very different, he said:

> Federal JOBS money goes to the State IV-A agency and the way in which it is administered varies by State. It is a State controlled system.

"There are different pressure points for coordination."

Vocational-technical education, on the other hand, has two systems:

> Funds come to a single State board and are split between secondary and postsecondary levels. Across States you have different allocation formulas for distributing the money at the secondary and postsecondary levels.

The result of these variations is that "There are different pressure points for coordination."

Targeting and Eligibility

In terms of targeting and eligibility, there are large areas of overlap as well as differences.

In terms of targeting and eligibility, there are large areas of overlap as well as differences, Dr. King said. He first compared JTPA to JOBS and said that all welfare recipients are theoretically eligible for JTPA; 20-25% of JTPA participants are welfare recipients.

JOBS targets: long-term recipients–those on aid at least 36 of the 60 previous months; custodial parents under 24 without a high school diploma or recent work history; and families who are within two years of losing AFDC eligibility because of the age of the youngest child.

Adult basic education assists those functioning at or below the eighth grade level, school dropouts, and those with limited English proficiency. Though the targeting is not based on economics, he pointed out that the program primarily serves a large percentage of poor people. JTPA, he said, gears most of its services to those with at least a fifth grade literacy level. In that regard then, the programs are complementary.

Vocational-technical education was described as far more open than the others in terms of eligibility. He observed that, "At the secondary level, you are dealing with younger people. Postsecondary provides a great deal of maintenance or upgrading of employment skills for those who are employed." He added that vocational-technical education places greater emphasis on twelve special populations including single parents, displaced homemakers, and individuals with disabilities. "Thus, while you have some conflicts in those eligibility provisions, you also have some nice complementarity."

Commonalities

The biggest encouragement, Dr. King said, is that all these programs are geared toward skill enhancement and should contribute to better job market performance by the client.

The biggest encouragement is that all these programs are geared toward skill enhancement...

> The goals and objectives may be different, but the ultimate mission is the same and that provides some common ground on which we can build strategies...I have seen increasing congruence in the actual service delivery. Most programs now operate on July 1 - June 30 program years. The interventions are remarkably consistent–contextual learning, work-based learning, open entry-open exit...For instance, JTPA, adult education, postsecondary vocational-technical education, and JOBS all deal with literacy. The differences are in approaches and levels...So even though the funding streams are vertical, at the local level, services flow horizontally.

Dr. King said that all programs have experienced increased accountability requirements over the past fifteen years.

> In JTPA, there are standards as well as consequences for not meeting them. The notion has caught fire across programs. With the rise of accountability should have come the private sector concept of more flexibility on the other side.

By October 1, 1993, the Department of Health and Human Services must make recommendations to Congress on performance standards for JOBS. Vocational education is utilizing a State-level Committee of Practitioners to develop performance standards. JTPA, JOBS and vocational education must all have performance standards relative to the labor market, he said, and added that, "These performance standards present opportunities for coordination."

I have seen increasing congruence in the actual service delivery.

Strategies for Coordination

"Agencies must first identify and build on their common missions and shared goals," he said. "This requires leadership in strategic planning at the State level."

Agencies must first identify and build on their common missions and shared goals.

Another coordination strategy is joint development of performance standards. To the greatest extent possible, he said, agencies should utilize common terms and measures. Further, Dr. King argued, "Agencies must maximize their existing flexibility. For example, JTPA 8% set aside dollars and Carl Perkins Act state-wide program improvement funds offer leadership opportunities that have been 'underutilized' in the past."

Finally, he noted that technical assistance and training should be conducted jointly with all agencies participating.

We have seen an amazing breakthrough with JOBS training and technical assistance. When you have staff and policy makers working together in a non-threatening environment for several days, it is a real turf-buster.

Comments from the Federal Agency Panelists

We are serving 3.5 million of an estimated 20-30 million people in need of literacy and adult education. We must expand our capacity and that can best be done by coordinating with other human service agencies...We want to convey the culture of adult education to other agencies and must, ourselves, accommodate other agencies' cultures.

Joan Seamon, U.S. Department of Education

The Family Support Act of 1988 has been instrumental in changing the nation's welfare system with an emphasis on what was primarily a payment system with a very insignificant work component into a system that is striving to become a JOBS system...The very nature of JOBS requires coordination...

Diann Dawson, U.S. Department of Health and Human Services

The challenge we are all working to meet is building a world class workforce. It is essential that we model coordination at the Federal and State levels. Teamwork is the essence of what we are all about...The new Carl Perkins Act emphasizes coordination between secondary and postsecondary education systems and between vocational-technical education and other agencies.

Winifred Warnat, U.S. Department of Education

We at the Department of Labor do well on joint information exchanges with the Departments of Education and Health and Human Services. We do well on publications providing technical assistance and regulatory guidance...We do less well with joint planning and joint policy formation. We all need to work on these areas.

Dolores Battle, U.S. Department of Labor

CHALLENGES AND OPPORTUNITIES FOR COORDINATION

Panel presentations were moderated by Patricia McNeil, a Washington, D.C. consultant. Panel members included Lawrence Bailis, Ph.D., Senior Research Associate, Center for Human Resources, Heller Graduate School at Brandeis University and Judith Alamprese, Director, Education and Training Group, COSMOS Corporation of Washington, D.C..

Patricia McNeil

"States are in a unique position to foster coordination."

"States are in a unique position to foster coordination," Ms. McNeil said. Yet, regardless of intentions, it is likely that States will run into problems with their coordination efforts. She characterized States as being:

> ...caught in the middle. You as State leaders do not make the laws you are asked to administer for the Federal government and you do not provide the services at the local level. You do not see the tangible results at the State level, yet you have an absolutely critical role.

She identified six areas in which States could exercise this critical leadership role for coordination:

- Produce policies and practices that enhance coordination;
- Negotiate policy and regulatory changes with Federal agencies;
- Fill gaps in services that Federal agencies do not cover;
- Support training and information dissemination;
- Develop and evaluate pilot and model programs;
- Support implementation of management systems that track services and expenditures across programs.

In further discussing automated management systems, Ms. McNeil stated:

> There are economies of scale at the State level to put in place systems to track clients, services and costs. The technology is there and you are in a position to make it happen.

She suggested that when bringing new State agencies into a partnership at the State level, it is most effective to begin informally and move slowly.

> First, get new partners involved as observers. Ask them to critique your program. Ask them, 'What are we doing right? What are we doing wrong?' Then identify a gap in services they (the new partners) can fill.

Lawrence Bailis

The most critical strategy for the creation and maintenance of coordination, according to Dr. Bailis, is "Creating and maintaining a consensus that coordination is in the self-interest of each of the participating agencies." He said that when the perception exists, all participants will find ways to overcome the inevitable barriers. Dr. Bailis contends that the opposite is also true. In the absence of the self-interest perception, participants will use the barriers as excuses not to coordinate.

Maintain a consensus that coordination serves agency self-interests.

> Most other factors that promote coordination are beyond the control of State and local administrators: a history of productive coordination...support from high level elected officials, and availability of funding to serve as incentives to coordinate. Therefore, if we are to depend on anything, it has to be on strategies that foster efforts by State and local officials to work together to develop programs that benefit clients and the participating agencies...
>
> ...Mandates to coordinate are useful primarily in that they get the right people around the table talking to each other. But unless each of the people sitting around that table can find reasons why it is in their interests to participate, the best we can hope for is minimal 'paper compliance'....

Dr. Bailis said that often when an agency discusses coordination, it sees itself at the center of the circle with others making accommodations for that agency and its clients:

> However, those who would promote successful coordination need to try to understand the needs of the other organizations in their own eyes. We need to ask what it takes for them to be considered successful and effective under their own criteria, and 'What do we have to offer that can help them look good?'

A two-pronged strategy was suggested:

- Promoting formal or informal working agreements among related agencies;
- Using these agreements to develop patterns of planning or service delivery that help clients and/or make each of the agencies look good in terms of their own staff and other constituencies.

Most successful coordination efforts begin, he said, "...with an eye to meeting specific client needs–or agency needs, not with a goal of promoting coordination."

Judith Alamprese

We often assume that structural changes are the key to enhanced coordination, Ms. Alamprese said, "but our research has shown that in addition to these structures critical for coordination is how people get along with each other and how they problem-solve together." She cited the State

of Michigan local core groups that have continued to function and coordinate with one another, in spite of changes in leadership and direction of the State initiative.

Some *structural intervention strategies* she suggested to facilitate coordination included:

- Creation of gubernatorial initiative/human investment councils;
- Creation of a new State agency;
- Development of new funding programs/set-asides for coordination; and
- Development of interagency initiatives to build upon existing relationships.

Interagency activities to enhance coordination included:

- Development of formal and informal working agreements;
- Adoption of common definitions, assessment procedures, and management information systems;
- Exchange of resources and information–funds, data, staff training.

A factor critical to coordination is how people get along with each other and how they problem-solve together.

Interpersonal factors that can enhance coordination included:

- Identification of "mutual benefits" to individuals and agencies involved;
- Development of mechanisms to monitor the satisfaction of committee members;
- Expansion of committee members' knowledge about legislation and program services.

Ms. Alamprese suggested that agencies look at themselves first. "Find out how well your staff members understand each other and the tasks they are performing. Then establish relationships with other agencies."

The general approach to coordination that she has observed to be most effective includes broad guidelines at the State level that give local areas flexibility to do what they need to do. She suggested that to the fullest extent possible, States should provide information to local levels. She cited State training teams to provide peer assistance for enhanced coordination as an example. "While State leadership is important to coordination," she said, "the interpersonal factors are preeminent in importance."

INTERACTIVE STATE TEAM SESSIONS

Purpose

A highlight of the conference was the opportunity for State leaders of vocational-technical and adult education, JTPA, and JOBS agencies to discuss coordination issues and policy needs in their respective States. In the work sessions, State teams were able to identify: strengths of existing coordination at the State level; barriers to coordination; an ideal model for coordination at the State level; challenges to that ideal; and policy recommendations for governors and State legislators to enhance coordination.

Under the direction of Steven Golightly, Vice-President, National Alliance of Business, facilitators presided over the interactive sessions in which groups of seven to eight State teams met. Facilitators included: Judith Alamprese, Director, Education and Training Group, COSMOS Corporation, Washington, D.C.; Charles Bensen, Director, National Center for Research in Vocational Education, Berkeley, California; Patricia McNeil, Consultant, Alexandria, Virginia; and Dr. D. Kay Wright, Regional Representative, U.S. Office of Education, Philadelphia, Pennsylvania. At the beginning of each session, each team developed a response to the charges noted above. Each State delegation worked together at its own table. In the latter half of each session, State teams shared their findings with other State teams.

Near the close of the conference, the results of the interactive State team sessions were aggregated and discussed in a general session with all conference participants.

This summary includes identified strengths of existing State level coordination efforts, barriers to coordination, a shared vision for model coordination, challenges to the vision, and finally, proposed recommendations for enhanced State level coordination.

I. STRENGTHS OF EXISTING COORDINATION AT THE STATE LEVEL

Strengths of existing coordination efforts were identified to highlight approaches that are already successful and which can be expanded upon in the future. They are summarized below.

A. State Leadership and Policy Development

1. Support for coordination by governor and legislature is evident in many States.

2. Close relationships with State leaders are maintained by agency staff.

Regular meetings among agency heads create opportunities for coordination without mandating it.

3. Super councils or boards with broad human resource planning responsibilities are established. While these bodies differ in scope and composition, they are all intended to bring leaders face to face for coordinated planning. Examples include:

   a. State Welfare Reform Council;
   b. Workforce Coordination Training Board;
   c. Workforce Investment Board;
   d. Children's Coordination Committee to coordinate family and children services;
   e. A new agency combining vocational education, workforce literacy, employment and training, and human services;
   f. A State Job Training Coordinating Council invested with broader responsibilities.

4. In recent years, *Workforce 2000*, educational reform and workplace literacy provided a foundation on which programs were developed.

5. Public and private sector leaders are brought together by the education reform movement.

6. Joint agency newsletters to facilitate communication are circulated in some States.

7. Existing positive working relationships between State and local agencies have been expanded.

8. Use of interagency agreements to foster coordination continues.

B. Collaborative Planning (State and Local)

1. Strategic planning as a coordination strategy is promoted on the local and regional levels.

2. State planning guidelines are developed and passed on to local or regional units.

3. Regular meetings are held among agency heads to assess how they can bring resources to the table. This creates opportunities for coordination without mandating it.

C. Private Sector Involvement (State and Local)

1. Private sector groups participate significantly in coordination efforts at local and State levels.

2. Public and private sector leaders are brought together by the education reform movement. (A.5)

D. Local Coordination Operational Activities

1. Local interest in coordination is significant.

2. One-stop shopping for program services is provided to participants.

One-stop shopping for program services is provided to participants.

II. BARRIERS TO COORDINATION AT THE STATE LEVEL

Following is a composite of all the States' identified barriers to coordination efforts. Barriers were addressed to help identify the most effective strategies for overcoming them.

A. State Leadership and Policy Development

1. Clear and consistent direction and emphasis of programs from the governor is still not evident in many States.

2. Human investment is not viewed as a priority in many States.

B. Agency Autonomy Issues

1. Agency understanding of other agencies' programs, agendas, and goals is lacking.

2. Agency specialization makes collaboration difficult.

3. Trust and ownership of JOBS plans is missing.

4. Often, many essential partners are not included in these efforts, including the private sector, economic development, transportation, corrections, health, and housing.

5. The advantages of coordination are not always clear to agencies, policymakers and the private sector.

C. Federal Policy Barriers

1. Segmented Federal funds are seen by States as restrictive.

States indicated that Federal funding should be structured horizontally rather than vertically or categorically to meet needs.

2. Intake, assessment, procurement/contracting processes, definitions, timelines/planning cycles, and common coordination strategy are incompatible among agencies.

3. Often direction is lacking in Federal legislation because it tends to be reactive.

4. The Federal interface of management information systems is missing.

5. Agency staff resources are limited and overextended at the Federal level.

6. Federal rules from agency to agency are varied and sometimes incompatible.

D. Human Resource Issues

1. A knowledge gap on the changing nature of the world is apparent among agency staff.

E. Other

1. The focus of elected officials is on their own constituents, rather than the bigger picture.

2. Sparsity of people and excess of land in rural States make it difficult for State and local agencies to communicate.

III. MODEL FOR COORDINATION AT THE STATE LEVEL

Clients are individuals and their families; they are treated as customers...

Following is a composite of all the States' visions of an ideal coordination model. It was developed initially as each State group discussed the ideal approach to coordination. Refinements occurred as each group of States reached consensus in describing ideal coordination. These consensus characteristics were then aggregated by the group facilitators into a coherent description of model coordination practices.

Characteristics identified with the model coordination efforts included the following eight items. These characteristics are then discussed in greater detail.

1. Services are planned and delivered based on needs of clients and their families.

2. Agencies share a common vision of coordination benefits for clients and advantages to programs.

3. Agencies meet formally to plan together.

4. Clients encounter a seamless community of assistance rather than a number of unrelated agencies.

5. Comprehensive information and referral systems enable agencies to refer clients to appropriate services.

6. Case management strategies are used along with an automated client data system to ensure that clients receive appropriate services.

7. Activities of coordinating agencies are congruent with community, regional, and State economic development initiatives.

8. The State governor and legislature support coordination with policies and resources.

1. Needs of Client and Their Families

The State's coordination scheme is developed from a careful analysis of the economic and educational needs of clients. Clients are individuals and their families; they are treated as customers of the agencies.

2. Common Vision

Each of the agencies involved is committed to the common vision of moving its clients toward self-sufficiency and sustained employment. The collaborating agencies/partners believe that by coordinating they can leverage their ability to meet legislative requirements and serve their clients more comprehensively and effectively. Each agency experiences genuine and mutual benefits in coordination.

Agency partners view themselves as an integral part of a seamless web of services to clients. Each agency provides the services it is best equipped to deliver and relies on the other agencies to provide the comprehensive array of services and programs required for developing self-sufficiency and workplace expertise. The cooperating agencies appreciate and respect one another's specialized role, regardless of agency size or responsibility.

Each agency provides the services it is best equipped to deliver and thus experiences genuine and mutual benefits.

3. Strategic Planning

The cooperating agencies formulate and update coordination plans at least annually. Through joint planning, they are able to identify successes and barriers, as well as set mutual goals and objectives for the upcoming year. Annual planning sessions also give agencies opportunities to refocus their shared vision of comprehensive and coordinated services for individuals, families, educators, and employers.

4. Community of Assistance

Clients view each agency as part of a community of assistance designed to help them move toward self-sufficiency and economic independence. Clients believe they can knock on any agency's door and be welcomed into the helping community. Completing a single application and assessment procedure provides access to the full range of education, training and human service activities and services in the State. Clients do not see where one system ends and the other begins. The agencies view themselves as having a collective interest--that is, their role is to ensure that clients who come to them receive the services they need, regardless of where those services are found. Essential services are readily accessible in all communities. Services are configured based on local needs rather than structured according to categorical funding.

Comprehensive information and referral systems enable agencies to refer clients appropriately...

5. Information and Referral Systems

Comprehensive information and referral systems enable agencies to refer clients appropriately because they are knowledgeable about the services each provides. The collaborating agencies involve their staffs in interagency cross training throughout the year.

6. Case Management and Client Data

Case management strategies are used to ensure that clients are receiving the help they need in the most efficient manner and to prevent people from inadvertently becoming lost in the system. Case management also discourages individuals from abusing the system by redundantly consuming services. Case managers have adequate resources to serve the clients they are assigned. An automated case management system provides a common data system which facilitates both day to day tracking of clients, as well as accountability reporting for all programs.

7. Economic Development

These efforts and economic development are mutually reinforcing.

Further, the efforts of the collaborating agencies to increase the economic self-sufficiency of clients are enhanced by economic development and job creation initiatives. The coordinating agencies envision their work as enhancing the economic development efforts by preparing a skilled workforce.

The efforts of community or regional economic development programs are part of a unified workforce enhancement plan for the State. The presence of a State plan for economic and human resource development enables communities to focus their efforts in a limited number of specific directions. [Many localities found in the past that in the absence of a State plan for economic development, their local efforts were fragmented and only marginally effective due to undercapitalization.]

Local agencies are supported in their coordination efforts by the governor and legislature.

8. State Leadership

Finally, local agencies are supported in their coordination efforts by strong and effective leadership from the governor and the legislature. Subsequently, agencies envision coordination as enabling them to access more resources to meet their respective mandates, while effectively moving people from dependence to economic independence.

IV. CHALLENGES TO IDEAL COORDINATION

Following is a synthesis of the challenges, as identified by States and then by the entire group of conference attendees that must be addressed in order for coordination to move toward the model of coordination presented above.

A. State Leadership and Policy Issues

1. Those most "severely disadvantaged" and "most in need" should be the focus of programs.

2. Client needs must be placed above institutional needs and program maintenance concerns.

3. Trust among all agencies must be developed and nurtured.

4. All public and private sector players and stakeholders must be considered.

B. Federal Policy

1. A consistent and proactive Federal policy must be established.

2. Common definitions of outcomes must be developed among agencies.

C. Human Resources

1. A core of individuals committed to the change process must be developed.

2. Agency staff must be helped to recognize and understand that the makeup of the workplace is changing.

3. Agency staff must be sensitized to multi-cultural issues.

D. Other

1. Geography must be addressed as an obstacle; rural areas need a greater sense of urgency as to why they should collaborate. Rural States are interested in assessment teams to go into the outlying areas to document client service needs.

2. Effects of existing coordination programs should be researched and documented.

V. RECOMMENDATIONS TO STATES TO ENHANCE COORDINATION

Each State group developed a set of recommendations for enhancing coordination. These were designed as specific, next steps that governors, legislatures or agency heads could take to move toward more effective coordination initiatives.

"In Maryland, the context currently exists for quality coordination. The governor insists on both teamwork and customer service orientation."
Charles Middlebrooks,
Assistant Secretary,
Department of Economics and Employment, Maryland

A. Policy Development

1. Establish a State workforce development and training policy.

2. Apply the principles of quality management, including customer orientation, assessment of customer satisfaction, and continuous program and policy improvement.

3. Implement an annual awards system for agencies exceeding performance standards.

4. Appoint a governor's task force composed of public and private sector education, employment and education/training representatives to formulate public policies regarding human resource development.

5. Identify State leadership for human resource issues. Determine where this responsibility should be vested and who will be charged to execute the mission.

"...it may well be time to extract a price of admission as a ticket to get to the cooperative table."
Conference Participant

B. Interagency Communication

1. Provide mechanisms to enable agency staff to become knowledgeable of other agencies' goals and objectives.

2. Develop a matrix of all agencies' services to help identify all State resources.

3. Invest in cross training.

"One of the most important things is that we all ultimately understand each other's programs, goals, that we would know our counterparts, and that our clients would be moved toward the same goal of economic self-sufficiency."
Conference Participant

C. Interagency Workgroups

1. Establish an ongoing interagency task force or governor's level task force to make coordination happen.

2. Establish an interagency workgroup to develop performance standards focusing on three levels of outcome measures: interagency coordination, programs, and participants served.

D. Collaborative Strategic Planning

1. Develop strategic plans that are customer driven; plans should emphasize what fits the customer, not how the customer fits the systems.

2. Create a state Human Resource Development Board to develop 3-5 year strategic plans/goals for family, education and workforce issues.

3. Develop strategies and a mission for "one stop shopping."

E. Information Systems

1. Establish a common information base in State government agencies.

2. Support a gubernatorial mandate to develop a common data system.

We ought to capitalize on the tremendous capability to use technology in the kinds of programs we operate... Every individual might be able get their own information to know what resources are available for them...and total access to data for individual professional and support staff.

Gerald Kilbert, State Director of Adult Education, California

SELECTED PARTICIPANT COMMENTS

Roger Emig, Deputy Executive Director, Employment and Training Commission, New Jersey, helped establish the tone of the conference–that coordination can be configured in a number of ways, depending on States' unique needs:

> I think we are all trying to get to the same place, but we have to realize that we have to do these things in a different way. Every State is unique.

John Saunders, Deputy Commissioner for Employment and Training, Connecticut, said:

> In Connecticut we too have created a super council and what has worked for us is the ability to bring together the heads of all the agencies in one room. The super council is a mechanism to enable them to focus together on improving the quality of the workforce. They can create those kinds of agreements because they spend their time together.

Charles Middlebrooks Assistant Secretary, Department of Economics and Employment, Maryland, said: "...we need to employ principles from total quality management–customer orientation."

> ...This approach could build a new framework for human resource development responsibilities. Essentially the idea includes having a continuum of three streams of responsibility and resources--the family stream, the education stream and the work force, or economic development, stream. The purpose was to keep all our efforts focused in the same direction, not to place everything under the same governance structure.

David Florey, Director, Division of Development and Implementation, Department of Public Welfare, Pennsylvania, alluded to the interpersonal links critical to successful coordination:

> ...it is important to remember that we do not coordinate in a vacuum.
>
> I think this has been very useful for us. Even the folks who sat at the Pennsylvania table who know each other rather well found out that we all have new responsibilities that we weren't quite sure each other had and were able to make new ties.

The conference group was challenged by a participant to take coordination beyond discussion:

> There has to be a way to get past the kind of superficial perspective of agreement when there really is not agreement and to get to another level where you test your assumptions and your ideas and really work through the problems to come up with a realistic solution.

Beneta Burt, Associate Director, Department of Economic and Community Development, Mississippi, agreed with the need for changes in attitudes and approaches at the State level:

> Our State has discussed so many different kinds of councils. We need to determine what makes sense for us in our own State--either to restructure existing councils or to initiate new ones.
>
> We also must, at the State level, abandon the idea of 'it has always been done this way.' That kind of mentality clearly does not help us as we try to move into the 21st century...

Ms. Burt also cited the need for leadership of the coordination effort at the gubernatorial level and at the level of the career employees:

> I think that there must also be a major commitment from our governors. Our governors must now decide that the issues we are dealing with across the employment and training spectrum are important and communicate that down to their agencies. It is equally important that career employees buy into the process as well.

A participant made a plea for fresh approaches:

> Too often there is a history of failure and using systems that have not worked. We spend lots of time working with systems that are failures. This meeting today is an effort to work toward new ways of approaching things and working together, not fixing the old ways.

Gerald Kilbert, State Director of Adult Education, Department of Education, California, emphasized the critical need to provide options for education leading to employment:

> The Florida group recommended encouragement of greater numbers of educational options and involvement of applied vocational education curriculum instead of some of the general education curriculum that is offered in their State.

Relative to rewarding successful performance, Mr. Kilbert said:

> Through evaluation where everybody agrees on performance standards, you can provide incentives for those programs that do work. We should support and stay with those programs to build some consistency rather than constantly experimenting.

Another participant stressed the need for an identified leader or group to provide momentum and continued support for coordination:

> We come to groups like this and sit around and talk and we go back to our States. Who is going to take the initiative to really get the job done? If you put five or six or seven agencies together and you do not clearly have a leader or the time that it takes to do the coordination, what do you have?

One participant advocated that an independent brokering agency or group should provide the leadership:

> I would recommend again that inclusion and buy-in are absolutely a bottom line and that if you don't have independent staff and some distance from ownership from any single agency as opposed to all of them, it is just not ultimately going to work.

Robert Henson, Director of Employment Programs, Department of Social Services, Colorado, commented on the status quo and future relationships among coordinating agencies:

> Everybody seems to be telling themselves and their peers that we're not doing too bad of a job. I suggest that we need to ask, 'Are we really coordinating and cooperating or are we just going through the motions?'
>
> ...We plan to support the other agencies in their legislative initiatives–to testify in committee hearings on bills, even if we are not the sponsors and even if we may not have a big interest–when they, in fact, affect the clients we serve.
>
> We plan to develop a 'we' attitude as opposed to an 'us' and a 'them' attitude.

...TOWARD A SEAMLESS DELIVERY SYSTEM...

Betsy Brand – Closing Comments

In closing I would like to express our gratitude to all of those who made presentations both today and yesterday. We have gotten a number of significant ideas from each of you for concrete steps that can be taken at the State and Federal levels as we move toward a seamless delivery system that has no boundaries and truly empowers programs and agencies as neutral facilitators.

I have been asked if we are going to do this again. I don't know. This was the first attempt, and we are anxious to know how well it has worked. We will plan some follow up activities, but we would like to know from you what would be most helpful. Perhaps this could be the start of an annual conference on coordination.

When we undertake an "agenda to coordinate," the "thank you's" get longer. Certainly Bob Jones of the U.S. Department of Labor is one of the main reasons this conference has been successful. JoAnne Barnhart of the U.S. Department of Health and Human Services and her staff have been instrumental in bringing it together as well. There are numerous others who have spent long hours planning this conference and I would like to recognize a few. The National Alliance of Business and Steve Golightly have been of tremendous assistance and I thank him, as well as Evelyn Ganzglass and the National Governor's Association, who provided a great deal of assistance throughout this conference.

The individuals representing the three Federal agencies were a team from the beginning of the planning phase. In this group, the key players were Susan Greenblatt and Andy Rock of the U.S. Department of Health and Human Services, Gerri Fiala and Sande Schifferes of the U.S. Department of Labor. This conference would never have taken place had it not been for Rita Bureika from my office. I really appreciate the outstanding work that she and Pariece Wilkins of the Office of Vocational and Adult Education have done.

Finally, we have the Vocational Studies Center of the University of Wisconsin-Madison and Bob Sorensen and his staff to thank for managing all the complex logistics of running a major national conference.

In closing, let me thank each of you, the participants, who have contributed your valuable time and keen insights for the purpose of strengthening and expanding coordination endeavors at all levels. We look forward to a continuing dialogue on this important issue for our nation's future.

Successful Coordination in Georgia: The Family Support Act Committee and Local Coordination Act Councils

Presenter: Dr. Douglas Greenweld
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Partners: Department of Human Resources
Department of Labor
Department of Technical and Adult Education
Department of Education
Community Action Agencies
National Alliance of Business
Urban League
Other collaborators vary according to site

"This program serves one family at a time, one person at a time...It has enabled us to market people as a resource, not a problem."

Sylvia Elam
Georgia Department of Human Resources

Description:

The long term goal is to reduce the number of children in poverty and initiate welfare reform. The short term goals include identifying resources, developing local ownership, and increasing flexibility in the delivery of services.

Through coordination activities, clients are identified, client profiles are developed from all counties, and information is shared by the agencies. Informational pamphlets are developed to disseminate information to the local public.

Case management is the responsibility of Family and Children Services. Personnel must understand and use the resources of vocational education, adult education, local school systems, health and human resources and JTPA.

A full range of services is provided, including two years of college, customized programs, GED, adult education, child care, self enrichment, and access to resources. Secondary schools provide day care onsite or nearby.

Prior to the PEACH program, poor people spent all their time just trying to keep "afloat." Now, resources are available to people immediately. AFDC clients receive day care services and are more receptive to services. They get what they need, and they become better clients. A broader community is reached and people are seeking resources for themselves, as well as teaching other people to obtain resources.

Initiation and Funding: The coordination effort was built on the existing PEACH program and the fact that the law demands coordination. Strong two-level support and the lack of turf battles were significant advantages to development. The Governor's Strategic Growth Commission has a history of collaborative efforts. The Local Coordinating Councils (LCCs) are supported out of the FSA JOBS funds. This includes funding a staff person for each of the 20 LCC Coordinators. FSA JOBS goes to PEACH clients. LCCs generate funds for fairs and conferences by local initiative.

State Level Policies: An initial policy statement was developed by the Georgia Departments of Labor, Human Resources, Vocational Education, Education, Technical and Adult Education and JOBS. The FSA Committee meets monthly to assure the development and implementation of JOBS. The Committee acts in an advisory capacity to departments and agencies involved.

Successful Coordination in Illinois: Project Chance/Jobs

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Partners: Department of Children and Family Services
Illinois Community College Board
Department of Employment Security
Department of Commerce and Community Affairs
Community-based organizations
Community action agencies

Description:

Governor Thompson initiated Project Chance in 1985 as an innovative solution to the problem of welfare dependency in Illinois. The purpose of the project was to assure that needy individuals and families obtain the education, training and employment that will help them avoid long-term welfare dependence. The passage of the JOBS provisions of the 1988 Federal Family Support Act resulted in an expansion of the scope of Project Chance and a significant shift in focus. The integrated Chance/JOBS program places special emphasis on serving young adult parents as well as their children and ensuring that all participants attain the basic skills necessary to succeed in getting and keeping jobs. JOBS-related improvements to Project Chance include:

- Assessing participants' needs and interests before assigning them to an education, training or job-search course;
- Administering literacy and vocational aptitude tests as part of the assessment process;
- Focusing resources on the hardest to place individuals;
- Emphasizing long-term employment habits and educational goals;
- Stressing educational activities for young parents without high school educations; and
- Identifying barriers to self-sufficiency and ensuring that participants receive the services necessary to become self-sufficient.

Specifically, the following services and activities are available to Chance/JOBS participants:

Orientation: Benefits, rules, responsibilities and rights of the program are discussed with the participant. The participant completes an Employment Inventory, which helps the program specialist explore participant attributes.

Assessment: Issues such as education/training needs, supportive service needs, individual and family problems, and barriers to participation and/or employment are addressed during the assessment process.

Employability Plan: The participant and the project specialist work together to develop an employability plan based on the needs identified as well as the participant's interests and goals. When an activity is completed, another assessment is taken to find out if the plan needs to be changed.

"[these projects] exemplify the State's philosophy of coordinated services and case management. They work directly with a variety of local providers to develop attractive educational packages of classroom instruction, employability workshops, peer support groups, and access to a full array of support services."

Noreen Lopez

Employment Preparation Activities: *Educational*–Includes high school completion, alternative high school, GED programs, adult basic education, literacy programs and ESL, as well as postsecondary education opportunities; *Work-Oriented*--Includes vocational/jobs-skill training programs, specialized training and certificate programs, work experience, and on-the-job training.

Job Placement Activities: *Job Readiness*--Includes activities to help individuals gain job-seeking skills and work skills; *Job Search*–Includes job-seeking skill classes for those who are job ready; *Exchange*–This grant-diversion program diverts the participant's cash grant to a pool used to provide a wage-bill subsidy for employers who hire eligible individuals.

Miscellaneous Activities: *Job-Retention*--Counseling and referral services are provided to successful job-seekers to help them keep their jobs; *Life Skills Training*–A set of services is designed to increase the individual's or family's ability to succeed by increasing motivation and self-esteem. In addition, supportive services are available for three months.

Funding: There are no special funds utilized for coordination of these programs at the State or local level. Funds from various Federal and State programs are utilized in providing the services, including Carl Perkins Vocational and Applied Technology Act, Wagner-Peyser Act, JOBS, and State Adult Education.

State Level Policies: Many State agencies are involved. The Department of Public Aid coordinates this program with other State and local programs. The Department of Commerce and Community Affairs, which administers JTPA, coordinates activities on a local and State level to avoid duplication. The Department of Employment Security provides placement and limited job club services, and provides information on earnings and labor force participation of individuals who have obtained employment. Community colleges provide many of the adult educational and vocational training programs available to program participants.

Successful Coordination in New York: ACCESS/CASSET

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Partners: New York State Education Department
Department of Social Service
State Department of Labor
Office of Aging
JTPA
Other collaborators vary according to site

Description:

The ACCESS/CASSET initiative was linked to New York State Welfare Reform initiatives, which had two central goals:

- All out-of-school public assistance recipients will receive help to establish an education and training plan for independence; and
- All out-of-school public assistance recipients will be given the opportunity to participate in basic education, life skills and occupational education appropriate to their plans for independence.

The recognition that different regional population patterns and resources create different needs led to the development of three models of service delivery for areas with high and low concentrations of the target population:

ACCESS (Adult Centers for Comprehensive Education and Support Services)--The most comprehensive model of service delivery, ACCESS is single-site, full-service, and located in counties with a high potential target population. ACCESS Centers are intended to provide a complete array of educational and training programs, as well as counseling, assessment and support services to adult clients, all under one administrative structure. There are currently 14 sites throughout the state.

"I am hoping that my children will see all the good that I have accomplished by going to school and making something out of my life so that when they get out of high school, they will do something with their lives."

An ACCESS Center Student

CASSET (Counseling, Assessment and Support Services for Education and Training)–A CASSET site is expected to network with other educational and service providers to ensure that a full range of services is available to adult students in a particular area. Statewide there are 34 sites.

NETWORK (Neighborhood Education and Training for Work)– These programs operate in conjunction with community schools. These sites add additional services to the schools, such as basic education, career counseling, child care and work experience programs. Three sites have been established.

Key features of the initiative include:

- Different models for delivery of services appropriate to different regional population patterns and resources;
- Mandatory partnerships between educational agencies and local social service providers;
- Funds designated specifically for coordination and increased access to services; and
- Flexibility in local program design and implementation.

Initiation and Funding: The ACCESS/CASSET initiative was launched in 1989 as a collaborative effort of the New York State Education Department and the State Department of Social Services. Both Federal and State funds are used to support the program. Funds used include those from the Vocational Education Act, the Adult Education Act, the Welfare Education Program, the Adult Literacy Education Program, JTPA, the State Department of Social Services, and the State Office for the Aging. In addition, funds are obtained through cooperative agreements among agencies to support special initiatives. The majority of the funds are drawn from monies administered through the State Education Department. For fiscal year 1990-91, the total budget was approximately $5.8 million.

State Level Policies: No formal legislation or specifically designated State-level steering council is involved in the coordination effort. One State level coordinator, located in the State Office of Continuing Education, is responsible for statewide coordination and technical assistance. Twelve regional coordinators are responsible for administration of funds, program monitoring, provision of technical assistance and other support. In addition, other State department personnel and expert consultants provide technical assistance in targeted areas, such as assessment, case management, and family literacy.

Successful Coordination in Oregon: BASIS

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"The BASIS test is aimed at adults. Clients see the value in taking it. Scores can be converted to grade levels and can help predict hours of instruction required. It is a resource for genuine coordination."

Partners: Community Colleges
Adult and Family Services
JTPA
Department of Education
Department of Corrections
Employment Division

Description:

A State-level coordinated model of service delivery, BASIS is an outgrowth of the State's strategic planning process, which includes strategies for interagency coordination in addressing such workforce related target populations as: youth preparing to enter the job market; disadvantaged youth and adults; displaced workers; and the existing workforce. Technical assistance is provided by the Office of Community College Services to train regional and local JTPA and Adult and Family Services personnel to administer and interpret the results of the BASIS assessment.

The BASIS assessment is used to determine the appropriate program and level of placement for learners. Pretests and posttests are used to diagnose and monitor progress for both functional reading and math skills within one level on the scale. Certification tests are available for reading at three levels and for math at two levels.

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Important outcomes of the program include:

- BASIS provides program planners, case managers, and instructors with information about the functional reading and math skills of enrolling students;

- Functional and academic assessments produce different kinds of information. As a functional assessment, BASIS provides information about how well adults read and compute "everyday" items;

- Welfare, Corrections, JTPA and ABE profiles of entering students are similar;

- BASIS results show that reading is not Oregon's biggest problem. While students can read the words in math problems, they do not have the skills to decide what math processes or skills apply;

- The data show that, for many program participants, having a GED or high school diploma does not necessarily mean that the individual has the basic skills needed for employment or other relevant life tasks.

Initiation and Funding: In 1987, a statewide multi-agency task force recommended that the basic skills assessment of Oregon's welfare reform clients meet certain requirements. The result was a basic skills assessment instrument for reading and math, BASIS (Basic Adult Skills Inventory System). Implementation of BASIS started with seven welfare reform pilot sites in 1987 and had been expanded to include all welfare reform projects by 1990. Initially, BASIS was funded by Adult and Family Services under the auspices of the Welfare Reform Act. Currently, service is contracted to various user agencies by the Office of Community College Services.

State Level Policies: Though BASIS is coordinated and administered through the Office of Community College Services, BASIS was originally conceived by what has become known as the BASIS Action Subcommittee of the Welfare Reform Steering Committee. The BASIS Action Subcommittee is comprised of representatives from Adult Education, JTPA, the Employment Division, and Adult and Family Services.

Successful Coordination in Texas: Texas Quality Work Force Planning

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"The answers cannot be written in Austin. People at the State level must cooperate so that local people can do what needs to be done."

Sally Andrade

Partners: Texas Education Agency
Texas Higher Education Coordinating Board
Texas Department of Commerce

Description:

In 1987 State leaders concluded that the most effective way to achieve a highly skilled, responsive workforce was to create an integrated education and training delivery system from kindergarten through higher education. Thus, the long-term goal of this initiative is to establish viable and effective multi-agency partnerships in each of the 24 Texas planning regions.

The major long-term outcomes for the initiative are:

- Significant numbers of highly skilled workers trained for the jobs in demand in each region;
- Prominent involvement by business/industry to determine priorities for vocational-technical education and training programs and related skills to be taught;
- Increased efficiency and cost-effectiveness of matching and delivery of training for jobs in demand;
- Reduction in unnecessary program duplication; and
- Improved educational support for economic development.

Since 1989, efforts have been underway to establish the 24 Quality Work Force Planning (QWFP) partnerships throughout Texas. Each region is to be governed by a QWFP committee. The regional planning model developed by the pilot projects includes four major steps:

- **Form a partnership between education and training providers and business and industry.** This QWFP Committee is composed equally of representatives from both groups within the region.

- **Understand committee responsibilities.** The Committee provides a planning forum for regional consideration of the skilled workforce needs of employers, the needs of high school students, special target groups and others.

- **Gather and analyze regional information.**

- **Develop a service delivery plan.** The plan includes a mission statement, goals, objectives, and specific activities.

Initiation and Funding: In 1989 the Texas Legislature passed a bill requiring regional interagency planning for vocational-technical education and training. Pilot projects have been jointly sponsored in nine of Texas' 24 planning regions. In 1990-91, planning activities have begun in the remaining fifteen regions. To date, federal discretionary funds from the various sources have been used to fund each of the nine pilot projects at $50,000 - $75,000 for 1990-91. A joint appropriations request from the three agencies has been developed for the legislature to generate state funding for the initiative during the 1992-93 biennium.

State Level Policies: A statewide Labor Market Information Data Base System is being developed to support the regional planning activities. The State Occupational Information Coordinating Committee (SOICC) has developed a computerized data base of State and local labor market information. In addition, the Texas Department of Commerce has developed a methodology for examining emerging occupations related to new technologies. These two information systems aid the regional committees in formulating coordination plans and joint projects.

The SOICC has also developed a career guidance system to orient adults and youth to jobs and career options that appear promising. The Texas Higher Education Coordinating Committee maintains a computerized inventory of all educational and training programs offered by community colleges, technical institutes and other providers. Finally, a Basic Skills and Literacy Support System to assist dropouts, illiterates, immigrants, offenders, and other target groups with special needs is under development.

Successful Coordination in Wisconsin: Job Center Network

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Partners: Vocational, Technical and Adult Education
JTPA
JOBS
Job Service

Description:

"All the agencies in the Job Center use the same forms. We have one filing system and one file for each client. All the information on a client is there."

Marty Lee

Wisconsin's job center networks are local consortia of agencies that coordinate services to benefit both job seekers and employers. Three centers are in urban areas, and seven are in small towns or rural areas. The partners include, at a minimum, the Private Industry Council, the local Job Service (Employment Service) office, the local agency responsible for administering the JOBS welfare employment program, and the local vocational, technical and adult education college.

All job center networks, whether or not they received State start up grants, are voluntary initiatives. The long term goal of job center networks is better management of existing resources resulting in a prepared labor-force and opportunities for all Wisconsin citizens to provide for themselves and their families. Implementation is to gain dollar efficiencies, increase access to services for participants, provide "most in need" participants with comprehensive/holistic service and aid economic development by connecting employers to a quality workforce.

Specific goals are:

- **To have a functioning decision-making body for the partnership as a whole;**
- **Interagency intake and eligibility determination**--The challenge is to streamline (preferably at the State level) the mandatory application forms, so that one form can accommodate a number of programs;

- **Unified participant assessment and development of a common employability development plan**--This can be accomplished by having local areas define a finite set of assessment tools and tests; shared files or data bases assure non-duplicative use;

- **Interagency case management and service referral**--A paper-based or computer-based method allows local network agencies to share a plan for, track, and share notes on the participants they have in common. Another method is the hiring of an interagency case manager, and/or regular "status" meetings with representatives from partner agencies who have clients in common;

- **Unified employer contacts, job development and placement**--Streamlining the number of staff from various agencies that make contact with employers to get job openings and to offer incentives for employers to hire program participants can be accomplished independent of any other local efforts to coordinate the employment and training system through an "account rep" system or some other approach.

Cross training for program staff is a recommended but not a required "start up" objective for each job center network.

Initiation and Funding: The effort began with initiative of the Secretary of the Department of Industry, Labor and Human Relations (DILHR) in 1986. Issue papers were developed and presented to the Governor, legislators and others, and a statewide task force was established. Legislation was passed in 1987 for $150,000 worth of start-up grants for four pilot job centers. In 1989, $100,000 was allocated for three more pilots. The job center grant dollars have been planned for and implemented by an interagency body. DILHR oversees the grants.

State Level Policies: The Wisconsin Jobs Council advises the Governor on employment and training policy, coordination of programs, and operation of JTPA. The Council has established:

- *The Governor's Employment and Training Policy* which forms the program policy framework for fourteen major employment and training programs in Wisconsin;

- *The Employment and Training Program Review System* in which the Council reviews fourteen program plan summaries from six State agencies for consistency with the Governor's Employment and Training policy;

- *Recommendations for Improving Coordination* which engages local agencies in a cooperative planning process to formulate and implement improvements in local coordination;

The State Collaborative Planning Team is composed of staff from six State departments and the Wisconsin Jobs Council. The team plans for and facilitates the joint implementation of statewide coordination activities.